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Programme budget for the biennium 2010-2011

Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council (A/65/328/Add.6). The report contains the proposed resource requirements for the United Nations Office in Burundi (BNUB) for the period from 1 January to 31 December 2011 (see para. 5 below) and for the United Nations representative on the International Advisory and Monitoring Board of the Development Fund for Iraq for the period from 1 January to 30 June 2011. During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. The Advisory Committee recalls that the General Assembly, in its resolution 64/245, approved an overall provision of \$1 billion for special political missions under section 3, Political affairs, of the programme budget for the biennium 2010-2011, as well as a charge of \$569,526,500 net in respect of 26 special political missions for 2010. In its resolution 65/260, the General Assembly further approved budgets totalling \$631,162,700 net in respect of 29 special political missions for 2011. Given the balance of \$430,473,500 in the provision for special political missions for the biennium 2010-2011, the General Assembly decided to appropriate, under the procedures provided for in paragraph 11 of annex I to resolution 41/213, the remaining amount of \$200,689,200 under section 3, Political affairs, of the programme budget for the biennium 2010-2011.

3. The Advisory Committee also recalls that the General Assembly, in its resolution 65/260, approved resources for 2011 in the amount of \$14,641,200 for the United Nations Integrated Office in Burundi (BINUB) and requested the Secretary-General to submit resource requirements for BINUB or its successor for consideration by the Assembly at the first part of its resumed sixty-fifth session. The report of the Secretary-General (A/65/328/Add.6) complies with that request and includes the resource requirements for BNUB for the period from 1 January to 31 December 2011.

4. The Secretary-General's proposals regarding BNUB and the United Nations representative on the International Advisory and Monitoring Board of the Development Fund for Iraq are contained in paragraph 45 of his report (A/65/328/Add.6). The comments and recommendations of the Advisory Committee relating to the requirements for the two special political missions are set out below.

II. United Nations Office in Burundi

5. BNUB was established by the Security Council in its resolution 1959 (2010) as a follow-on mission to BINUB, for an initial period of 12 months, effective 1 January 2011. As requested in the resolution, BNUB will be a significantly scaled-down United Nations presence and a fully integrated office with effective coordination of the strategies and programmes among the United Nations agencies, funds and programmes in Burundi. In the resolution the Council requested the Secretary-General to develop a set of benchmarks for the future evolution of BNUB into a United Nations country team presence. The main tasks to be carried out by BNUB are outlined in paragraph 3 of resolution 1959 (2010) and in paragraph 3 of the report of the Secretary-General (A/65/328/Add.6).

6. The Advisory Committee notes that the Secretary-General, in paragraphs 4 to 13 of his report (A/65/328/Add.6), provided information on the progress achieved in peacebuilding in Burundi in the period from 2008 to 2010, as a result of the combined efforts by the Government, BINUB, the United Nations country team and the international community in the following areas: the demobilization, disarmament, reintegration and resettlement of combatants; democratic governance and public information policy; human rights and justice; transitional justice; and child protection and the improvement of the status of women. In paragraph 14 of the report, he described relevant regional activities.

7. The planning assumptions for 2011 for BNUB are outlined in paragraphs 15 to 33 of the report of the Secretary-General (A/65/328/Add.6). The Advisory Committee was informed that the results-based-budgeting framework was planned jointly with the United Nations country team. The results-based-budgeting framework for BNUB includes the following four key components: strengthening the capacity of key Government institutions to ensure a participatory planning system that focuses on peacebuilding and economic growth; strengthening of national institutions to ensure good governance; strengthening dialogue mechanisms, judicial and penitentiary systems, reconciliation, transitional justice and human rights; and support. As indicated to the Committee, the Secretariat considered that, as the budget relates to the first mandate of BNUB, it would be useful to make it more descriptive than usual. **The Committee notes the efforts made in this regard and encourages further refinement in the formulation of**

the indicators of achievement in order to allow a better assessment of progress towards the achievement of expected accomplishments.

8. The Advisory Committee was informed that, on the basis of lessons learned from other transitions, a proactive decision had been made to combine the liquidation of BINUB with the establishment of the new Office (BNUB). The period from 1 January to 30 June 2011 (the first six months) is therefore referred to as the "transition period", during which there will be a phased drawdown of staff from the current authorized level for BINUB of 450 civilian personnel to a new staffing complement of 134 for BNUB, and disposal of assets no longer required for the follow-on mission. At the same time, there will be a start-up phase, as the BNUB structure is established and implementation of its new mandate begins. The Committee was informed that there is no set rule or norm regarding mission transition periods and that experience has shown that, from the commencement of a transitional exercise to its effective completion, the general time frame required can be up to six months. With respect to BNUB, as the mandate was issued late in December 2010, a six-month period was considered desirable in order to effectively deliver the requirement for a smooth transition from BINUB to BNUB, underscored by the Security Council in paragraph 4 of its resolution 1959 (2010).

9. The Advisory Committee recalls that, in his report dated 27 October 2009 (A/64/349), the Secretary-General provided information on the decision-making process involved in extending, transitioning or concluding missions (paras. 51 and 52) in his response to the recommendations contained in General Assembly resolution 63/261 on the strengthening of the Department of Political Affairs. In paragraph 24 of the report, he indicated that the Department of Political Affairs, the Department of Peacekeeping Operations and the Department of Field Support had begun to develop standard operating procedures related to mission start-up, transition from one type of a mission to another and mission liquidation (see also A/64/7/Add.13, paras. 15 and 16). **The Committee underlines the importance of expediting the completion of this exercise and of ensuring the incorporation of lessons learned from past experience. The Committee is of the view that planning and procedure should be aimed at avoiding lengthy transitions, while ensuring effective and efficient implementation.**

10. One of the main tasks of the support component during the transition period will be to shift from the direct provision of services by the mission's own staff to outsourcing required services to other United Nations agencies and/or commercial companies (see para. 24 below), as well as to establish a shared approach towards common services. In this connection, the Advisory Committee notes that the mission, in coordination with the United Nations country team, is reviewing overall cost-sharing arrangements, specifically in the areas of security, medical services, communications and public information, which are being developed as common services in 2011. The Committee was informed that the requirements for 2011 relate to the first year of the operation of BNUB, in which the mission will contribute staff and physical resources with a view towards facilitating the transfer of responsibilities to the United Nations country team in 2012. Furthermore, a cost-sharing formula is being developed in the United Nations integrated management team to cover joint public information and medical services, while the security management team will consider how best to share the total burden for security in 2012. An existing memorandum of understanding on cost-sharing for shared services will be used as the basis for all of these discussions. **The**

Committee expects that this initiative will yield economies of scale and requests that information be provided in this regard in the context of the next budget submission.

11. As indicated in the report of the Secretary-General (A/65/328/Add.6, para. 27), BNUB will take over the majority of facilities and assets owned by BINUB in the mission area. However, many facilities will be vacated in line with the transition to BNUB. Provisions are therefore requested to cover alteration and renovation costs for returning facilities to their original state, as well as costs associated with the disposal of assets in excess of the new Office's needs. **The Advisory Committee expects that appropriate lessons learned in other missions regarding disposal of assets will be drawn upon.**

12. As also indicated in the report, the mission headquarters will be based in Bujumbura. Together with the United Nations country team, the mission will also manage three regional offices, located in Gitega, Ngozi and Makamba; a Bujumbura rural office — primarily a human rights office — is run from the Bujumbura headquarters of the Office of the United Nations High Commissioner for Human Rights. Co-location with the other active agencies, funds and programmes will allow for the streamlining of security and administrative arrangements (see para. 10 above and A/65/328/Add.6, para. 28).

13. According to the Secretary-General, given the drawdown of staff and the political importance attached by the Government of Burundi to the reconfiguration of the United Nations presence and footprint in the country, the identification of possible alternatives for relocation in Bujumbura has been initiated (A/65/328/Add.6, para. 29). However, suitable sites, in terms of smaller size or required compliance with United Nations minimum operating security standards, have not been identified. Furthermore, owing to security risks, the United Nations Children's Fund has requested that it be relocated with BNUB at the current headquarters site, where the United Nations Population Fund, the Joint United Nations Programme on HIV/AIDS and the United Nations Office on Drugs and Crime are already located. The Secretary-General indicated that BNUB and the other four agencies, funds and programmes will continue to work with the Government to identify potential sites where all five entities could be co-located in Bujumbura. However, given the uncertainties in this regard, financial resources for the relocation of headquarters have not been included in the 2011 proposed budget. In this connection, the Committee was informed that the Controller would be notified if it were deemed necessary to relocate during 2011 and the related requirements could not be met from within the resources approved. In the meantime, BNUB will continue using the existing headquarters site, while closing five supply warehouses and logistical bases, co-locating all its facilities and storage requirements on one site and benefiting from the various sunk costs associated with the current site.

14. **The Advisory Committee is of the opinion that continued cooperation should be sought from the host Government in this regard. Furthermore, the Committee underlines the importance and desirability of cost-sharing arrangements with the agencies, funds and programmes already present in Bujumbura and encourages the mission to further explore this option (see also para. 10 above).**

15. The total resource requirements proposed in the report of the Secretary-General (A/65/328/Add.6) for BNUB for 2011 amount to \$23,103,200 net (\$25,075,600 gross). The Advisory Committee notes that the total resources proposed include one-time costs associated with the transition period (1 January to 30 June 2011) of \$5,273,700 and the full 12-month operating costs (1 January to 31 December 2011) of the follow-on mission, which amount to \$17,829,500. The latter amount corresponds to the annual cost of operating BNUB.

16. The military and police personnel costs for 2011 are estimated at \$173,500. Of this total, an amount of \$91,900 relates to the transition period, covering the mission subsistence allowance and repatriation costs for three BINUB military advisers and eight BINUB police advisers until the end of March 2011. The remaining amount of \$81,600 relates to mission subsistence allowance and repatriation costs for one military adviser and one police adviser, effective April through December 2011. The Advisory Committee sought clarification regarding the linkage of the functions of the military adviser and the BNUB mandate, which it had not received at the time of reporting. The Committee requests that the information be provided to the General Assembly. **In the meantime, the Committee recommends the approval of the resources proposed for military and police personnel costs for 2011.**

17. The proposed resources for civilian personnel of \$14,381,500 would provide for salaries and related costs for international staff (\$10,273,100), national staff (\$3,340,500) and United Nations Volunteers (\$767,900). The Advisory Committee notes that there will be a phased drawdown in the number of staff, as detailed in the relevant table set out in the report of the Secretary-General (A/65/328/Add.6, para. 38), from the previously authorized level for BINUB of 450 civilian personnel (144 international, 255 national and 51 United Nations Volunteer positions) to a new staffing component of 134 positions (59 international, 69 national and 6 United Nations Volunteer) proposed for BNUB.

18. The Advisory Committee notes that requirements for national staff include indemnity costs (\$458,000) to cover the planned separations. The Committee was informed that appropriate actions were undertaken in support of staff being separated by the mission, with the assistance of the Department of Field Support and on the basis of recent experience, including the circulation among various missions of lists of international staff members; and the provision of letters of reference, CD-ROMs listing qualifications, information about job fairs and the promotion of local entrepreneurship initiatives for national staff. **The Committee stresses the importance of handling the separations in accordance with established procedure and in compliance with relevant contractual obligations. In addition, the Committee underlines the need for proper planning in order to avoid the risk of potential financial losses to the Organization.**

19. The Advisory Committee was informed that, of the 450 positions authorized for BINUB, as at February 2011, 87 were vacant and that the drawdown efforts were therefore ahead of schedule. It should be noted that BINUB staff will not simply transfer to BNUB and that a competitive recruitment process will take place. Taking into account the living conditions and turnover expected on the basis of prior experience, the vacancy rates factored into the staffing costs for BNUB are 15 per cent for international staff, 5 per cent for national staff and zero per cent for United Nations Volunteers, while no rate was applied during the transition period.

20. The Advisory Committee regrets that the proposed budget for BNUB, a new special political mission, did not include detailed information on staffing requirements. Such information would have allowed for a thorough analysis of its structure and staffing proposals. Upon enquiry, the Committee was provided with an organization chart detailing the positions proposed for BNUB, including grade levels and functions (see annex). The Committee also requested further details describing the functions of the positions proposed for BNUB, which were received subsequent to the Committee's hearings. **The Committee recommends that the detailed information that it was given also be provided to the General Assembly. The Committee also recommends that all future budget submissions include this type of information.**

21. The Advisory Committee is recommending acceptance of the Secretary-General's staffing proposals, as contained in his report (A/65/328/Add.6), with the exception of the positions indicated in subparagraphs (a) through (f) below:

(a) A Resource Mobilization/Aid Coordination Adviser (P-3) position in the extended Front Office. The functions of this position should be included among the tasks of the United Nations country team; furthermore, it is proposed that these functions be covered by a position of National Professional Officer, who could liaise with the country team in this regard;

(b) A Political Affairs Officer (P-3) position in the Political Governance Section. The staffing proposed for the Section includes 10 positions (1 P-5, 3 P-4, 1 P-3, 1 Field Service, 2 National Professional Officer, 1 General Service and 1 United Nations Volunteer). The capacity included in the Section should be able to provide these functions;

(c) An Administrative Assistant (Field Service) position in the Political Governance Section. Two positions are proposed for the performance of administrative tasks (1 Field Service and 1 Local level). The Committee is of the view that the proposed local level Administrative Assistant should be able to perform the related functions;

(d) A Judicial Affairs Officer (P-3) position for the Human Rights and Justice Section. Two positions are proposed for these functions (1 P-4 and 1 P-3). The Committee is of the view that the P-4 Judicial Officer should be able to coordinate the activities of the Justice Unit;

(e) Four Field Service positions proposed for Mission Support, one each for the Human Resources Office, the Budget and Finance Section, Technical Services and the Communications and Information Technology Section. In the past, the Committee has cautioned against having large numbers of staff dedicated to support activities and against the use of templates modelled too closely on the experience of peacekeeping operations (A/65/602, para. 25);

(f) Four positions (2 Field Service and 2 national General Service), comprising two Investigators and two Investigator Assistants, for the Special Investigations Unit of the Safety and Security Section. Given the lack of clarity and justification with regard to these functions, and taking into account the size of the mission, support, if required, should be sought from within the proposed capacity in the Section.

The Committee is of the view that the staffing needs for BNUB should be resubmitted and rejustified in the context of the next budget submission.

22. The Advisory Committee notes from the information provided upon request that the Secretary-General proposes a P-5 position for a Senior Human Rights Officer/Representative of the High Commissioner in the Human Rights and Justice Section, who would also act as Head of the Section. As indicated in paragraph 20 above, the Committee was unable to have a thorough exchange of views in this regard. **It recommends that further information on the relationship of this position with the Office of the High Commissioner for Human Rights be provided to the General Assembly during its consideration of the matter.**

23. The proposed operational requirements for 2011 amount to \$8,548,200, as follows: consultants (\$116,900); official travel (\$658,100); facilities and infrastructure (\$3,042,400); ground transportation (\$668,200); air transportation (\$491,100); communications (\$2,265,200); information technology (\$840,700); medical (\$295,200); and other supplies, services and equipment (\$270,400).

24. The Advisory Committee notes that the requirements for facilities and infrastructure (\$3,042,400) include \$341,400 related to the transition period and \$2,701,000 for BNUB. Most of the resources cover the costs of petrol, oil and lubricants as determined on the basis of actual monthly consumption patterns for generators deployed throughout the mission area (\$1,102,500); security services, including contractual security agents (\$527,000); sanitation (\$334,500); and rental of premises as determined on the basis of actual lease agreements and contracts (\$290,400).

25. As indicated in paragraph 10 above, efforts have been made to outsource to the local market key services previously provided in-house. Upon enquiry, the Advisory Committee was informed that the requirements related to the proposed outsourcing for 2011 are estimated at \$354,000, including vehicle maintenance and repairs, recovery and supply of tires and batteries (\$140,000); electrical maintenance and repair of generators, air conditioners, office and medical equipment (\$109,000); and maintenance services, including alteration and renovation work and plumbing for headquarters and regional premises (\$105,000).

26. The resources proposed for ground transportation of \$668,200 (of which \$346,500 pertains to the transition period and \$321,700 to BNUB) assume that 188 vehicles will be functioning during the first three months of the transition period, with a reduction occurring during the following three months and the final retention by BNUB of a fleet of 72 vehicles during the second half of the year. Upon enquiry, the Advisory Committee was informed that the BNUB fleet would include 53 light vehicles (12 assigned to the four regional offices, 5 reserved and 36 shared by BNUB headquarters staff) and 19 security and specialized vehicles, including 5 armoured vehicles. As indicated to the Committee, the five armoured vehicles are required for use by the Special Representative of the Secretary-General and a back-up, the quick-reaction force and a back-up, and visiting VIPs. **The Committee is of the opinion that BNUB should retain two armoured vehicles, instead of the five proposed, and that it should further reconsider the composition of its fleet in the context of the next budget submission. Given the number of vehicles proposed for retention (the Committee was informed that 72 would be retained, instead of the 89 indicated in the report of the Secretary-General), the Committee**

recommends that the resources for ground transportation proposed for BNUB (\$321,700) be reduced by 20 per cent.

27. An amount of \$491,100 is proposed for air transportation. The Advisory Committee notes that requirements of \$363,700 are proposed for the transition period in order to settle the remaining invoices of one helicopter used by BINUB, and that requirements of \$127,400 are proposed for BNUB in order to meet minimal air support requirements through the use of the air assets of neighbouring missions, such as the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, on a cost-reimbursable basis. **The Committee welcomes this initiative and encourages BNUB to report on any savings that may accrue as a result.**

28. The requirements for communications and information technology are estimated at, respectively, \$2,165,200 (\$177,500 related to the transition period and \$1,987,700 related to BNUB) and \$840,700 (\$136,300 related to the transition period and \$704,400 related to BNUB). The Advisory Committee notes that the resources proposed for communications for BNUB include acquisition costs for a digital trunk radio (\$517,500), commercial communication costs (\$442,500) and the cost of public information services to support and maintain the mission's radio and television for visibility and capacity-building work (\$742,900). **The Committee questions whether the level of information technology requirements proposed by the Secretary-General is strictly necessary. The Committee is also of the view that BINUB equipment should be used to the maximum extent possible; in the meantime, BNUB should seek to review and reduce its acquisition requirements.**

III. United Nations representative on the International Advisory and Monitoring Board

29. Paragraphs 39 to 42 of the report of the Secretary-General (A/65/328/Add.6) provide background on the International Advisory and Monitoring Board. The Advisory Committee recalls that the Secretary-General's proposals for 2011, as contained in his report (A/65/328 and A/65/328/Add.1 and Corr.1 and 2), did not provide for the United Nations representative on the International Advisory and Monitoring Board because of the uncertainty of the mandate extension beyond 2010. The Secretary-General indicated that, should the Security Council decide to extend the mandate beyond 31 December 2010, every effort would be made to accommodate any requirements from within the total provision for special political missions (A/65/328/Add.1 and Corr.1 and 2, para. 96). The Committee notes that the Council, in its resolution 1956 (2010), decided to terminate the arrangements related to the Development Fund for Iraq on 30 June 2011.

30. The resource requirements proposed for the United Nations representative on the International Advisory and Monitoring Board for the period from 1 January to 30 June 2011 are estimated at \$24,600. These would provide for the official travel of the Special Representative of the Secretary-General and his adviser to the meetings of the Board. The Board is expected to hold two meetings in 2011 (one in Paris and one in either Baghdad or New York).

31. The Secretary-General proposes that the requirements (\$24,600) be accommodated from within the overall appropriation for special political missions for the biennium 2010-2011 and to report to the General Assembly in the context of the second performance report. **The Advisory Committee recommends approval of the Secretary-General's proposal.**

IV. Recommendations

32. The Secretary-General's proposal for action to be taken by the General Assembly is set out in paragraph 45 of his report (A/65/328/Add.6). The Advisory Committee recommends:

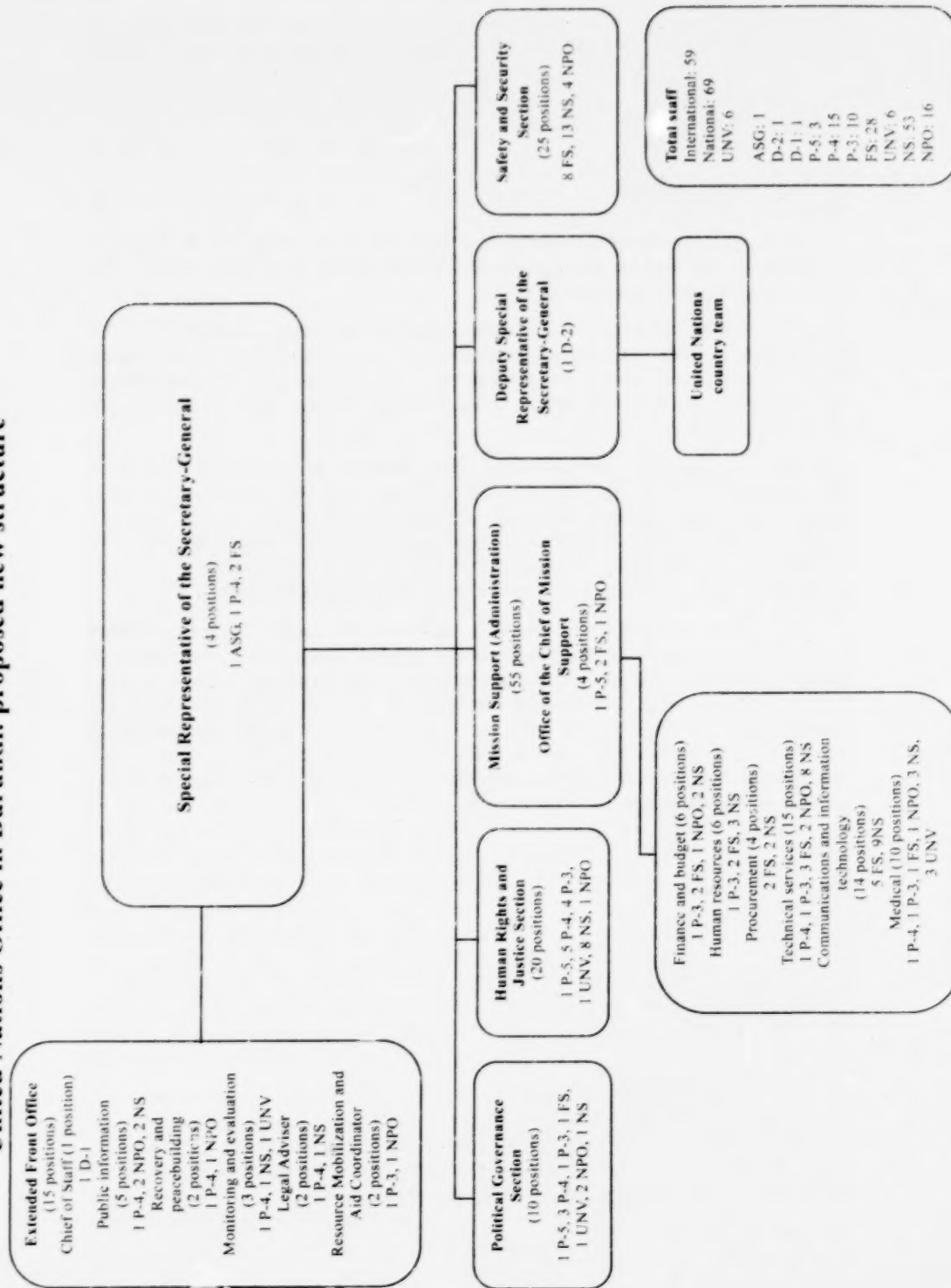
(a) Taking into account its recommendations in paragraphs 5 to 28 above, that the General Assembly approve the budget for BNUB for the period from 1 January to 31 December 2011 in the adjusted amount to be provided to the Assembly at the time of its consideration of the Secretary-General's proposals;

(b) Taking into consideration the amount of \$14,461,200 already approved for BINUB (the predecessor mission), that the General Assembly appropriate under the provisions of Assembly resolution 41/213 the adjusted amounts under section 3, Political affairs, and section 36, Staff assessment, to be offset by an equivalent amount under income section 1, Income from staff assessment, of the programme budget for the biennium 2010-2011;

(c) That the General Assembly approve the budget for the United Nations representative on the International Advisory and Monitoring Board of the Development Fund for Iraq for the period from 1 January through 30 June 2011 in the amount of \$24,600 net (\$24,600 gross) and note that the requirements of the United Nations representative on the International Advisory and Monitoring Board will be accommodated from the overall appropriation for special political missions and reported to the Assembly in the context of the second performance report.

Annex

United Nations Office in Burundi: proposed new structure



Abbreviations: ASG, Assistant Secretary-General; D, Director; FS, Field Service; UNV, United Nations Volunteers; NS, national staff; NPO, national Professional Officer.